

**Report of Director of City Development**

**Report to Executive Board**

**Date: 17 December 2014**

**Subject: Response to Sir David Higgins report 'Rebalancing Britain from HS2 towards a national transport strategy'**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City & Hunslet, Rothwell, Garforth & Swillington, Temple Newsam, Harewood.		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

**Summary of main issues**

1. HS2 has the potential to provide a major contribution towards the Best Council objective for sustainable and inclusive economic growth by supporting jobs and employment, as well as our best city ambition for Leeds to have a city centre that is widely recognised as an exemplar 21<sup>st</sup> Century city that is inclusive, friendly and cutting edge by residents, visitors, businesses and place-makers alike.
2. HS2 is the largest national transport infrastructure project of a generation. The future long term economic competitiveness of the Leeds City Region will depend partly on our ability to effectively plan for and realise the benefits of High Speed Rail. The geography of jobs in the UK is changing, with a focus on knowledge economies increasingly concentrating in the city centres of our larger cities. Better transport makes jobs more accessible and allows businesses to increase trade, share ideas and reduce costs. Historically a lack of investment in transport infrastructure is one major factor holding back the North. Proposals for a new high speed network connecting London to Birmingham, Manchester and Leeds will deliver game changing connectivity to the Leeds City Region, with strategic reductions in journey times and released rail capacity.
3. To fully rebalance Britain, it is recognised that more needs to be done to help realise the potential demand for travel between key economic areas across the North. Research has found that commuting between Leeds and Manchester is 40% lower than expected given the distance between these two cities. The City Regions of

Leeds, Liverpool, Manchester, Newcastle and Sheffield have developed the “One North” proposition that aims to develop a step-change in East-West journey times and capacity. Sir David Higgins in his recent independent review of HS2 endorses this principal point of One North.

4. HS2 should not be seen as a standalone project, but as a coherent strategy for improving the existing railway and the wider transport network as a whole. If HS2 is integrated properly into the existing rail and road network and improved East-West links across the North are developed, this will have a multiplier effect on local economies beyond what either scheme could achieve on their own. HS2 and HS3 will provide the North with the level of connectivity needed to rebalance the nation and facilitate the agglomeration needed to create a ‘Northern Powerhouse’.
5. Beyond the city itself, Leeds City Region is inherently polycentric with a population dispersed across a number of different centres, enhanced regional connectivity is also key to higher job creation and spreading the benefits of HS2 across the City Region. Sir David also endorses the importance of spreading the benefits across city regions by getting the HS2 hubs right, so they are at the heart of improved local transport networks.
6. A HS2 station alongside a city centre transport package, and associated public realm offer comparable to leading European cities, will provide a further catalyst to the regeneration of Leeds South Bank, a 136 hectare regeneration project of similar size and significance to Edinburgh New Town.
7. With HS2 and HS3 in mind the role of the existing Leeds station and its interface with the new high speed rail station needs to be considered. Sir David Higgins agrees that we need to find a solution that goes with the grain of our place making and regeneration ambitions, as well as growing rail demand for current services, HS2 and HS3. If we are fully to exploit the opportunities that HS2 and HS3 have to offer, it is likely that in the near future the existing Leeds station will need to be remodelled.
8. Delivering any major infrastructure project will have its challenges. But we must not lose sight of the goal of building a world class 21<sup>st</sup> century transport system which will underpin our regions ability to deliver growth and jobs in a fiercely competitive global economy. We cannot simply adopt an approach of “if we build it they will come”. HS2 is not just a railway investment - it is a project that can transform our economy, these benefits will not be realised without clear leadership and a coherent policy approach from the Council, to achieve this, the Council needs to adopt the following main policy principles:
  - a. The Council will take a lead role in the Leeds station working group with HS2 Ltd, DfT, Network Rail and the WYCA to find the optimum solution for the arrival and integration of high speed rail into Leeds City Centre and the wider transport network, which will spread the benefits across both the City and City Region.
  - b. The Council will support the growth of rail and the development of an integrated connectivity package, which enhances the local, regional, national and international connectivity of Leeds and the City Region, through the creation of a major rail interchange in Leeds City Centre, which accommodates both background growth and future demand for rail including both HS2 and HS3.

- c. The Council will continue to make the case to realise the potential regeneration and place making opportunities of HS2 and HS3 through masterplanning the area surrounding the new and existing station, and develop a policy approach that will maximise both the social, physical and economic benefits, achieving a world class arrival space and interchange both in terms of design, ease of access and sustainability.
- d. The Council will continue to press HS2 Ltd and the Government on the mitigation of the line of route and to review compensation arrangements for those adversely affected by the line of route.
- e. The Council will support the development of a HS2 jobs and skills legacy through the City Region Skills Network.
- f. The Council will continue to support the work of Rail North, and engage with the Government and Northern City Region colleagues to take forward the Higgins recommendation for formalising cooperation across the North through 'Transport for the North'.
- g. The Council supports the principle of forming a Council led regeneration delivery vehicle that has the appropriate funding powers and flexibilities to deliver the city's vision for HS2. The Council supports collaborative working with HS2 Ltd and Central Government in formulating these proposals.

### **Recommendations**

- 8. In principle support for HS2 was given at the 15 February 2013 Executive Board and approval of the formal representation to the HS2 Phase Two proposed line of route consultation in December 2013. Executive Board is now recommended to:
  - i. Welcome the support for the Eastern leg and strategic proposition of HS2 and HS3 provided for by the Sir David Higgins report 'Rebalancing Britain from HS2 towards a national transport strategy'.
  - ii. Agree to the Council taking a leading role in the Sir David Higgins Leeds station working group to find the optimum solution for the arrival and integration HS2 and HS3 into Leeds City Centre, which supports both the growth of rail through the creation of a major rail interchange in Leeds City Centre, and meets our local connectivity, place making and regeneration ambitions.
  - iii. Request that officers continue to work with the WYCA and district partners to develop an integrated HS2 transport connectivity package, which spreads the benefits of HS2 across the Leeds City Region.
  - iv. Request that officers continue to develop a Masterplan for the area surrounding the HS2 station location, to inform the development of the Council's policy position that will maximise both the social, physical and economic benefits from the arrival of HS2.
  - v. Request that officers continue to press HS2 Ltd and the Government on the mitigation of the line of route and to review compensation arrangements for those adversely affected by the line of route

- vi. Request that officers work with the LEP to develop a HS2 jobs and skills legacy through the City Region Skills Network.
- vii. Request that officers work in partnership with Northern City Region colleagues on development of proposals for formalising cooperation across the North through 'Transport for the North'.
- viii. Request that officers work collaboratively with HS2 Ltd and Central Government to develop proposals for a Council led regeneration delivery vehicle that has the appropriate funding powers and flexibilities to deliver the city's vision for HS2.
- ix. Instruct the Director of City Development to coordinate the work set out above and to bring a report on progress back to Executive Board, submitted in 2015, outlining the progress from the Sir David Higgins Leeds Station working group, subsequent response to the Government's request for HS2 Growth Strategies, and the Council's next steps.

## **1. Purpose of this report**

- 1.1 This report provides Executive Board with a response to Sir David Higgins report 'Rebalancing Britain from HS2 towards a national transport strategy'. This follows the approval of the Council's response to the HS2 Phase 2 proposed line of route formal consultation in December 2013, the recent review of HS2 by Sir David Higgins and "One North" HS3 proposition. This report also sets out the main principles for the development of the Council's policy in relation to HS2 and HS3, and considers how the Council can realise the regeneration and economic growth benefits of enhanced connectivity.

## **2 Background information**

- 2.1 The Government's commitment to progressing a domestic high speed rail network marks a landmark in the development of the UK rail network. The Secretary of State's announcement on the 28 January 2013 cemented not only Leeds's place on that network, but also the potential benefits that the largest single investment in the railway since the Victorian age can deliver for our nation, cities and regions.

- 2.2 The high speed rail line will be an entirely new route designed for a new fleet of trains travelling at 225mph, but with potential for 250mph, giving an indicative journey time of 1 hour 22 minutes from Leeds to London Euston. The HS2 network will provide high frequency and high capacity services for passengers. It will be delivered in two phases, with the first phase from London to Birmingham and the second phase from Birmingham, to Leeds via an Eastern leg and to Manchester via a Western leg. An anticipated three trains per hour could run from London to each of the destinations of Birmingham, Manchester and Leeds, with each carrying up to 1,100 passengers with additional services between Birmingham and the Northern cities.

- 2.3 The Council has supported the Government's initial proposals for the High Speed Rail Phase 2 route from Birmingham to Leeds, with in principle support given at the 15 February 2013 Executive Board. Following this in principle support, the Council submitted a formal representation to Phase Two proposed line of route consultation, approved by Executive Board in December 2013. A response outlining a way forward following this consultation is expected later next year. A five point plan, setting out the basis for our consultation response to securing the best outcomes for our region includes;

- I Build from the North
- II Invest early to better connect the Leeds City Region's cities and towns
- III Address concerns about the route
- IV Review compensation arrangements
- V Successful management of the budget

- 2.4 In March 2014, Sir David Higgins the new Chairman of HS2 Ltd published his report 'HS2 plus', which recognises the need to integrate HS2 with the existing network to maximise connectivity and to make improvements to that network. Northern connectivity was a key emphasis of the report, acknowledging that connectivity in the North is poor, both between the region and London, and East to

West, the incremental schemes of the Northern Hub project will improve that connectivity, but HS2 brings the opportunity to do much more.

- 2.5 In July 2014 the “One North” strategic proposition for transport for the North was published, led by the City Regions of Leeds, Liverpool, Manchester, Newcastle and Sheffield. One North reflects the critical importance of transport for vibrant, sustainable economic growth across the North. It is the North’s initial response to the challenge set out by Sir David Higgins in his report HS2 Plus: to come together to develop a coherent strategic transport plan integrating HS2 with the existing rail network, transforming connectivity across the North. The ambitious programme seeks to maximise economic growth across the North through a £15 billion, 15-year investment plan, which complements the HS2 proposals. A key aim is ‘HS3’ - a proposal to improve rail services from East and West, with initial work by Network Rail indicating that journey times could be cut from 48 minutes to somewhere between 26 and 34 minutes, with double the number of trains per hour.
- 2.6 In October 2014 Sir David published a subsequent report ‘Rebalancing Britain from HS2 towards a national transport strategy’, .Sir David confirmed his support for the strategic proposal for Phase Two that *‘there should be an Eastern leg from Birmingham to Leeds via the East Midlands and South Yorkshire, and a Western leg from Birmingham to Manchester via Crewe. Building both legs is the only way to deliver the strategic reductions in journey times and extra capacity that are needed, and to do so on an equitable basis’*. Sir David also endorsed the principal point of One North: that we need a step-change in East-West journey times and capacity. *‘The One North report presented a compelling analysis of the issue and a strategy about what needs to be done. This now needs to be taken to the next stage and that will clearly involve discussions between Government, Network Rail, the Highways Agency, as well as the local authorities in the North’*. Sir David also proposed formalising cooperation across the North and proposed the formation of a new body: ‘Transport for the North’, representing the five City Regions across the North: Liverpool, Manchester, Leeds, Sheffield and Newcastle.
- 2.7 Sir David also made a specific recommendation in terms of the HS2 and the approach to Leeds and Leeds station. *‘The simple fact is that the existing station needs to be remodelled, and over a similar timescale to the completion of Phase Two. Leeds City Council, the local transport authority and Local Enterprise Partnership have been clear that that should happen as part of wider plans for the city and as an integral part of their regeneration strategy... HS2 Ltd, Network Rail and the Council now need to continue working together in detail to develop that plan, taking into account the need to ensure the best possible synergy with local services to Wakefield, Bradford and the wider city region whose representatives will be an important part of that discussion’*.

### **3 Main Issues**

#### **3.1 Making the Case for HS2/HS3**

- 3.1.1 In Leeds, which is already the busiest railway station in the north, HS2 will provide much needed new capacity. It will cut journey times in half between Leeds and Birmingham, via Sheffield and the East Midlands, creating a new integrated economic corridor with population of over 8 million and 4 million jobs. It will

encourage firms to relocate functions out of London. It will open up new jobs for our people, and it will anchor at Leeds South Bank a 136 hectare regeneration project of similar size and significance to Edinburgh New Town. However, we cannot simply adopt an approach of “if we build it they will come”. We need the right supporting policies and investments to maximise the benefits. HS2 is not just a railway investment, it is a project that can economic transform our economy.

- 3.1.2 The Leeds City Region, as home to the largest financial services sector outside London, is in a strong position to capitalise on the enhanced connectivity which HS2 will provide to the markets of London and the South-East. Furthermore, there is also an opportunity not just to build upon existing sectoral strengths, but diversify the employment offering, thus increasing the size and importance of the northern economies so that, collectively, they can better compete with London. Leeds’ knowledge economy recently saw strong growth, with two of the world’s leading health informatics firms based here. HS2 presents an opportunity not just to induce further growth in these areas, but to spark greater cross-sectoral collaboration and networking. With a consistent, coordinated approach to research and development, combined with the new linkages that HS2 will bring, Leeds and the City Region can become a centre of innovation and compete more effectively on the national and international stage.
- 3.1.3 The 15m population of the North is larger than London and almost as big as the Netherlands but our economy is not doing as well. Our ambition is for the North to be a dynamic counterweight and complement to the London and South-East economy, a destination of choice for investors, helping rebalance and grow the national economy in the decades ahead Leeds and Manchester will play a vital role in rebalancing the UK economy.
- 3.1.4 The importance of spreading the benefits across city regions by getting the HS2 hubs right, so they are at the heart of improved local transport networks cannot be underestimated. People and firms across all our cities and towns can benefit from HS2. These places have huge economic scale. Bradford, with a population of half a million, and growing fast, is England’s tenth largest city; Wakefield and Huddersfield are larger than Norwich. We need fast, frequent local links and seamless interchanges to widen the reach and increase the benefits of HS2.
- 3.1.5 Whilst the Council supports in principle the high speed rail proposals and has welcomed the project and the associated economic benefits as a whole, it also recognises that the proposed line of route has significant and in places unacceptable impacts on local communities which will undermine the economic and social benefits of HS2. The Council will continue to press HS2 Ltd and the Government on the mitigation of the line of route. It is expected that as with any project of such a scale the development of the route will be an iterative process of refinement and development, both in Leeds and elsewhere, and that this will focus on providing a more acceptable final proposal. Also, the review of an optimum station location in Leeds could impact on the HS2’s approach to Leeds and the subsequent route alignment if a different solution is taken forward.

## **3.2 Towards a HS2/HS3 Growth Strategy**

3.2.1 In March 2014 the HS2 Growth Task Force, set up by the Government to maximise growth and the job opportunities from HS2, published an independent report to Government on maximising the benefits of HS2. This focused on the themes of *'Getting our cities ready, Getting transport network ready, Getting our people ready and Getting our businesses ready'*. The report recommends for each HS2 station to establish an 'HS2 Growth Strategy' to explain how high speed rail will generate local jobs, growth and regeneration, and to establish a locally led delivery body. The Department for Transport's (DfT) response to this report recommended that Phase 1 areas develop interim HS2 Growth Strategies by Autumn 2014, and full business case by Spring 2015. Whilst Phase 2 areas should develop and review their Growth Strategies and local delivery bodies once the final decisions on Phase 2 has been announced. The following section outlines our progress towards a HS2/HS3 Growth Strategy.

### **'Getting Our Transport Network Ready'**

- 3.2.2 Our local rail network has severe overcrowding in peak periods with trains approaching Leeds having some of the worst overcrowding outside of London. Leeds station has already seen significant growth in passenger numbers in recent years and is forecast to reach capacity in the next decade. The additional passengers that both HS2 and improved East-West services would bring into the city will only add to that capacity problem. By the time Phase Two is complete, it is likely the existing station at Leeds will need to be remodelled. There is a clear need for a fundamental review of the best solution for the city considering growth in existing rail services, and the introduction of HS2 and potential new East-West services. Given the physical characteristics of the existing station achieving the best outcome will not be easy, and therefore needs to be the subject of further work by the Council, the Combined Authority, HS2 Ltd and Network Rail to find not just the right transport solution, but also one that goes with the grain of the city's vision for the future of Leeds.
- 3.2.3 Beyond the city itself, the Leeds City Region is inherently polycentric with a population dispersed across a number of different centres. Whilst HS2 will finish in Leeds City Centre and have services to York, a significant proportion of its users will need to make connections onto local transport to complete their journeys. It is therefore essential that plans for an integrated network are set out early, to create a seamless passenger experience from 'door to door' across a network which maintains a consistently high quality across all modes.
- 3.2.4 Businesses want these plans to be ambitious and creative, reimagining parts of the local transport network beyond its current scope so that it best serves the needs of the whole City Region, including key nodes such as Leeds-Bradford Airport and other peripheral areas that are currently poorly served by public transport. The West Yorkshire Combined Authority are leading on an HS2 connectivity package, which has identified a high level vision for the Leeds City Region. Subject to approval by the WYCA Investment Committee a package with funding options with a final technical report is anticipated early next year.



- 3.2.5 The distance between Leeds and Manchester is the same as the length of London's Central Line. However, slow and congested transport links mean they have separate commuting catchments, separate markets for businesses, and separate networks for knowledge and innovation. Currently less than one percent of the workers living in these cities commute in either direction each morning (research has found that commuting between Manchester and Leeds City Regions is 40% lower than expected given the distance between these two cities).
- 3.2.6 One North is our opportunity to mobilise the collective strengths of our businesses and universities, and our combined clout and scale. It is right that local government is in the lead. Councils in the North are proving they can deliver. We are already working together through the Combined Authorities, and LEPs. That is why we welcome Sir David's recommendation on the creation of a Northern Transport Alliance 'Transport for the North', so that we can speak with a clear, coherent and powerful single voice.

### **'Getting Our City Ready'**

- 3.2.7 As outlined in the recent report by Sir David, it is imperative that we get the HS2 station location right. It is the Council's position that the Leeds HS2 station should be sited in the city centre in such a position that it can be fully integrated with the classic rail network and other transport networks. A station at Leeds New Lane as announced by the Secretary of State in January 2013 allows for a city centre HS2 station location in an area of the South Bank, which is considered to have the potential for regeneration, and integration both within the centre of Leeds and with the existing station. However, the distance between the two stations has been highlighted as a potential barrier to achieving seamless interchange and City Region connectivity to High Speed Rail.
- 3.2.8 The opportunities for the New Lane station option to provide enhanced HS3 integration with East-West services, have also yet to be fully explored. If we are to exploit the opportunities that HS2 and HS3 have to offer, it is likely that in the near future the existing Leeds station will need to be remodelled. With this in mind the role of the existing Leeds station and its interface with the new high speed rail station, needs to be considered in the context of growing rail demand for current services. In line with the Sir David Higgins recommendation that key stakeholders work collaboratively, we are taking a major role working with HS2 Ltd, DfT, Network Rail and the West Yorkshire Combined Authority to holistically review the optimum location for the arrival of HS2 into Leeds, and the role of Leeds Station, in order to understand both the opportunities and constraints on a local, regional and northern level.
- 3.2.9 Our corporate ambition is for Leeds to have a city centre that is widely recognised as an exemplar 21<sup>st</sup> Century city that is inclusive, friendly and cutting edge by residents, visitors, businesses, place-makers alike. Planning for a HS2 city centre station, offers the once in a life time opportunity to revisit our place making aspirations for Leeds as a city, and as a city region economic and transport hub. A new HS2 station, enhanced northern connectivity offer, and delivery a city centre transport strategy with an associated public realm offer comparable to leading European cities will provide a catalyst to further unlock the regeneration potential of the South Bank.

- 3.2.10 The Council has appointed Arup and alongside Gehl Architects to master plan the area surrounding the new HS2 station, with the first phase looking at how seamless integration can be achieved between high speed and classic rail. The ambition is to provide design principles for a world-class arrival space and interchange both in terms of design, ease of access and sustainability. The master planning will include a re-evaluation of land usages to maximise economic growth opportunities of a HS2 station.
- 3.2.11 Through the Master planning work it is critical that physical, social and economic links are enhanced with the communities living near to the station in the Holbeck, Richmond Hill and Beeston areas of the City, so that people living in these areas have better opportunities to gain access to the new jobs created in this area. The arrival of HS2 as part of a city centre strategy is a major opportunity to tackle some of the longstanding issues of severance for these communities and ensure that the social benefits of regeneration initiatives are maximised.
- 3.2.12 A key element of the rethinking Leeds City Centre is the City Centre Transport Strategy, a package of physical works within the City Centre and on the Inner Ring Road and M621 that will be required to reduce the level of through traffic, improve connectivity, enhance the environment and urban realm and provide an HS2 ready site. A critical element of this strategy is the defining what our public realm aspirations are for city square, in terms of the provision of improved pedestrian access to Leeds City Station and the removal of general traffic. Work is currently progressing through the West Yorkshire Transport Fund.
- 3.2.13 In order to maximise the development and regeneration benefits of a new high speed rail station in Leeds the Council is exploring funding and financing options including Tax Incremental Financing (TIF) where future gains in tax are used to fund current improvements. There is the option that Leeds could use TIF funding in the area surrounding the station to help fund the public realm infrastructure associated with HS2 station, similar to the funding used for the Northern Line Extension, where money was borrowed against future business rates in the Vauxhall Nine Elms Battersea Opportunity Area. Other funding options include the use of developer contributions through the Community Infrastructure Levy. A full options appraisal of funding and financing options is currently being developed and will be presented to Executive Board.
- 3.2.14 Mechanisms for a Delivery Vehicle to ensure there is the capacity to deliver these plans are in the process of being reviewed. We think it is important to properly resource this work, with appropriate support from Government (including powers) and a dedicated delivery vehicle gives us that opportunity. Further work will take place with HS2 Ltd and Central Government on these proposals, with a full options appraisal presented to Executive Board next year.

### **'Getting Our People Ready'**

- 3.2.15 Ensuring there is a workforce with the right skills and training to take advantage of the wide range of opportunities afforded by HS2 is essential if we are to fulfil our ambition to be a child friendly city. It is widely recognised that Yorkshire and the Humber currently suffers a skills shortage in the engineering and construction sectors. Leeds City Region is working with key industry partners to understand the

profile of job opportunities in the city and across the region. This will be reflected in skills plans and delivered through the established City Region Skills Network.

### **'Getting Our Businesses Ready'**

- 3.2.16 HS2 represents a significant opportunity for UK businesses to win competitive construction and design contracts, with opportunities for different types and size of firm to win work. Small Medium Enterprises (SMEs) in particular need to be suitably engaged and in a position to respond positively and competitively to procurement opportunities.
- 3.2.17 Crucially, businesses require certainty before making significant investment decisions. The Council will work together with Government to develop a growth strategy that articulates how businesses should plan for change in the medium to long term. The Local Development Framework will continue to allow the development of different types of space for businesses, particularly for SMEs, including flexible, future proof offices and innovative spaces. Beyond office-based firms, the wider supply chain must also be prepared to take full advantage of the anticipated growth in economic activity, including the catering and hospitality industries.

### **3.3 Next Steps**

- 3.3.1 Following the Sir David Higgins recommendation to review the role of Leeds Station, the Council will take a lead role in the work with HS2 Ltd, DfT, Network Rail and the WYCA to find the optimum solution for the arrival and integration of high speed rail into Leeds City Centre and the wider transport network. This will spread the benefits of HS2 across both the city and city region. The aim is to produce one report on behalf of these organisations to Ministers in Spring 2014.
- 3.3.2 Sir David Higgins also recommended formalising cooperation across the North through establishing a new body 'Transport for the North' representing the five City Regions of: Liverpool, Manchester, Leeds, Sheffield and Newcastle, to oversee the development of the One North proposals and act as a single voice. Councils in the North are proving they can deliver. We are already working together through the Combined Authorities, and LEPs. We also welcome the response to the calls for an integrated transport strategy which together with the new influential body speaking for the wider region will help to connect people, businesses, jobs and places across the North.
- 3.3.3 The Growth Task Force recommendation is for each HS2 station to establish a 'HS2 Growth Strategy', to maximise the benefits of station led regeneration. However given the unique position of the Leeds City Region in terms of the potential development associated with a new HS2 station in Leeds, the arrival of High Speed Rail in York, the Wakefield HS2 depot, and given the inherent polycentric nature of the Leeds City Region, and the potential for development around secondary station district hubs, a holistic Leeds City Region HS2 Growth Strategy is considered the most appropriate response to Government.
- 3.3.4 Together the Leeds City Region will make sure that our people, businesses, cities and Transport are ready for HS2. A Leeds City Region Growth Strategy will need to

align our investment plans for HS2 with the Leeds Strategic Economic Plan Spatial Priorities and emerging West Yorkshire Combined Authority Single Transport Plan. Key Stakeholders include the Local Economic Partnership, HS2 Ltd, West Yorkshire Combined Authority, Leeds City Region District Councils, Network Rail and the Highways Agency.

- 3.3.5 In terms of timescales the expectation from Government is that Phase 1 HS2 stations will be further advanced with their HS2 programmes and associated Growth Strategies. This was reflected in the Regional Growth Deal support focus on Phase 1 locations.
- 3.3.6 Given the awaited outcome of the Phase 2 consultation and preparation of the Phase 2 Hybrid Bill, a HS2 Growth Strategy presents the Leeds City Region with the opportunity to set out how we intend to maximise the benefits of HS2 and what our ask of Government is. As HS2 Phase 2 progresses, this will provide a framework to work with Government, outlining our vision and aspirations for High Speed Rail, securing the very best deal for the Leeds City Region. Dialogue with Government, HS2 Ltd and other key stakeholders is ongoing to determine the optimum timing, scope and mechanism for the delivery of a Leeds City Region Growth Strategy.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 At the time of the Government's announcement of the initial preferred route in January 2013 there had been no local consultation with the Council or any other local authorities, stakeholders, businesses or residents on the line of the proposed new route. The only engagement prior to January 2013 was on a confidential basis by HS2 Ltd and the Department for Transport relevant to the preferred station site selection.
- 4.1.2 Ward Members received an advisory briefing immediately prior to the first announcement and were subsequently briefed on the available details of the initial proposals. Officers have provided further briefings to Members and have attended local meetings in Woodlesford and Swillington. Reports to both Inner and Outer South Area Committees have been made.
- 4.1.3 The formal consultation was launched on 17 July 2013, and a series of local events held in Leeds City Centre, Garforth and Woodlesford. This sought views on the proposed high speed rail route and its sustainability impacts. Following approval at Executive Board in December 2013 Leeds City Council submitted a formal representation to the HS2 Phase 2 proposed line of route formal consultation in January 2014.
- 4.1.4 In addition to the proposed consultation response detailed in this report the Council has previously responded to the Government's property compensation proposals for the Phase 2 Exceptional Hardship Scheme and to the Phase 1 revised property compensation proposals.

4.1.5 Consultation and Engagement on the HS2 and HS3 strategic proposition, and its arrival in to Leeds and the City Region is ongoing through the HS2 Regional Programme Board, West Yorkshire with District Local Authorities, WYCA, LEP, HS2 Ltd, DfT, Network Rail, and the Chamber of Commerce.

4.1.6 The WYCA Transport Investment Committee has been consulted on the Leeds City Region HS2 Connectivity Package Vision.

## **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 The strategic proposition for HS2 and HS3 and improved local connectivity package has potential positive impact of improved public transport, which in turn could increase access to employment, education, and leisure services and facilities for all equality groups. The creation of a HS2 jobs and skills programme will ensure that economic growth that is both sustainable and inclusive, which will have a positive impact on all equality groups, particularly young people. An Equality, Diversity Cohesion and Integration Screening has been undertaken on this report and highlights that any specific impacts on equality characteristics will need to be looked at as the project proceeds through the planning and design stage when the appropriate EDCI assessment procedure will then be invoked.

## **4.3 Council policies and City Priorities**

4.3.1 The anticipated economic benefits of high speed rail have the potential to contribute to the Vision for Leeds 2030 to be the best city in the UK and to contribute to the wider objectives of the Local Development Framework, Core Strategy and South Bank Planning Statement.

4.3.2 The proposals also have the potential to be developed to make a major contribution towards the Best Council objective for Sustainable and Inclusive Economic Growth by supporting jobs and employment with new and improved rail connectivity in the City Region and beyond. Improvements to strategic connectivity support the City Priorities as well as the West Yorkshire Local Transport Plan (LTP3), West Yorkshire Plus Transport Fund and Rail North Strategy.

4.3.3 The main themes of “Good Growth” and “21st Century Infrastructure” form the report of the Commission for the Future of Local Government are also relevant.

4.3.4 In supporting the principles and benefits the high speed rail project offers it is recognised that there are consequences for local communities in achieving these benefits. It is therefore essential that the final scheme integrates with the environment and communities and that promoter fully engage with the communities and business affected. The Council’s consultation response emphasised that further detailed work on the proposals by the Department of Transport and HS2 Ltd is essential to demonstrate an acceptable scheme with appropriate mitigation and compensation arrangements.

## **4.4 Resources and value for money**

4.4.1 Council funding is being used to support the work as outlined above including the preparation of an economic evidence base, funding and finance options appraisal

(Arup and Volterra), and station master planning (Arup and Gehl). It is anticipated that as Phase 2 progresses, a similar level of funding will be made available from Central Government for Phase 2 locations, as reflected in the Regional Growth Deal support for Phase 1 locations.

#### **4.5 Legal Implications, Access to Information and Call In**

4.5.1 This report is eligible for call-in.

4.5.2 There are no specific legal implications arising from this report. HS2 is however a large and complex project in which the City Council will have an increasing stake and which in due course is likely to raise wide ranging issues of legal and regulatory nature in terms of both regulatory, property and environmental matters

#### **4.6 Risk Management**

4.6.1 There are no immediate risk management issues. Appropriate arrangements are being put in place as the Council's engagement with the project is developed through the detailed scheme development and through the initiation of high level engagement with the Department for Transport and HS2 Ltd.

### **5 Conclusions**

5.1 Delivering any major infrastructure project will have its challenges. But we must not lose sight of the goal of building a world class 21<sup>st</sup> century transport system which will underpin our regions ability to deliver growth and jobs in a fiercely competitive global economy. We cannot simply adopt an approach of "if we build it they will come". HS2 is not just a railway investment - it is a project that can transform our economy, these benefits will not be realised without clear leadership and a coherent policy approach from the Council, to achieve this, the Council needs to adopt the following main policy principles:

a. The Council will take a lead role in the Leeds station working group with HS2 Ltd, DfT, Network Rail and the WYCA to find the optimum solution for the arrival and integration of high speed rail into Leeds City Centre and the wider transport network, which will spread the benefits across both the city and city region.

b. The Council will support the growth of rail and the development of an integrated connectivity package, which enhances the local, regional, national and international connectivity of Leeds and the City Region, through the creation of a major rail interchange in Leeds City Centre, which accommodates both background growth and future demand for rail including both HS2 and HS3.

c. The Council will continue to make the case to realise the potential regeneration and place making opportunities of HS2 and HS3 through masterplanning the area surrounding the new and existing station, and develop a policy approach that will maximise both the social, physical and economic benefits, achieving a world class arrival space and interchange both in terms of design, ease of access and sustainability.

d. The Council will continue to press HS2 Ltd and the Government on the mitigation of the line of route and to review compensation arrangements for those adversely affected by the line of route.

e. The Council will support the development of a HS2 jobs and skills legacy through the City Region Skills Network.

f. The Council will continue to support the work of Rail North, and engage with the Government and Northern City Region colleagues to take forward the Higgins recommendation for formalising cooperation across the North through 'Transport for the North'.

g. The Council supports the principle of forming a Council led regeneration delivery vehicle that has the appropriate funding powers and flexibilities to deliver the city's vision for HS2. The Council supports collaborative working with HS2 Ltd and Central Government in formulating these proposals.

## **6. Recommendations**

- 6.1 In principle support for HS2 was given at the 15 February 2013 Executive Board and approval of the formal representation to the HS2 Phase Two proposed line of route consultation in December 2013. Executive Board is now recommended to:
- i. Welcome the support for the Eastern leg and strategic proposition of HS2 and HS3 provided for by the Sir David Higgins report 'Rebalancing Britain from HS2 towards a national transport strategy'.
  - ii. Agree to the Council taking a leading role in the Sir David Higgins Leeds station working group to find the optimum solution for the arrival and integration of, HS2 and HS3 into Leeds City Centre, which supports both the growth of rail through the creation of a major rail interchange in Leeds City Centre, and meets our local connectivity, place making and regeneration ambitions.
  - iii. Request that officers continue to work with the WYCA and district partners to develop an integrated HS2 transport connectivity package, which spreads the benefits of HS2 across the Leeds City Region.
  - iv. Request that officers continue to develop a Masterplan for the area surrounding the HS2 station location, to inform the development of the Council's policy position that will maximise both the social, physical and economic benefits from the arrival of HS2.
  - v. Request that officers continue to press HS2 Ltd and the Government on the mitigation of the line of route and to review compensation arrangements for those adversely affected by the line of route
  - vi. Request that officers work with the LEP to develop a HS2 jobs and skills legacy through the City Region Skills Network.
  - vii. Request that officers work in partnership with Northern City Region colleagues on development of proposals for formalising cooperation across the North through 'Transport for the North'.

- viii. Request that officers work collaboratively with HS2 Ltd and Central Government to develop proposals for a Council led regeneration delivery vehicle that has the appropriate funding powers and flexibilities to deliver the city's vision for HS2.
- ix. Instruct the Director of City Development to coordinate the work set out above and to bring a report on progress back to Executive Board, submitted in 2015, outlining the progress from the Sir David Higgins Leeds Station working group, subsequent response to the Government's request for HS2 Growth Strategies, and the Council's next steps

## **7 Background documents<sup>1</sup>**

7.1 None

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.